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Wilderness Management Plan

Juniper Dunes Wilderness

U.S. Department of the Interior
Bureau of Land Management

Spokane District Office
1103 North 17 Main Avenue
Spokane, Washington 99202

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Wilderness Management Plan
For The
Juniper Dunes Wilderness
Washington

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U.S. Department of the Interior
Bureau of Land Management

Spokane District – Washington

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Introduction

The Juniper Dunes Wilderness was designated in the Washington State Wilderness Act, Public Law 98-339 on July 3, 1984, Appendix A. The 7,100-acre wilderness is administered by the Bureau of Land Management, Spokane District.

Purpose

This plan establishes overall goals and objectives for this Wilderness Area. It provides a framework for future management decisions and actions relating.to visitor use and enjoyment, while preserving those wilderness values for which the Wilderness was established.

Plan Organization

The following sections of this plan are designed to provide a brief introduction to the Juniper Dunes Wilderness together with the policies and goals that will regulate the management of the area. Also included in this plan in tabular form are the proposed management actions that relate to the concerns expressed by the BLM and the general public. By utilizing this format the reader may readily identify the primary management actions that will be followed.

Wilderness Area Overview

Location

The Juniper Dunes Wilderness (JDW) lies between U.S. Highway 395 and the Pasco-Kahlotus Highway in Franklin County, Washington, approximately 15 miles northeast of Pasco, Washington. (See Map 1.)

There are approximately 17,120 acres of public land in this area. The public land to the west and south of the Juniper Dunes Wilderness is intermingled with private land in a checkerboard ownership pattern. The land to the north and east is privately-owned agricutural and rangeland.

Access

The public land in this area is surrounded by private land. At the present time, there is no legal access to the public lands or the Wilderness. Visitors must obtain permission from private landowners to cross their property in order to enter the wilderness (see Map 1).

Unique Attributes of the Area

The Juniper Dunes Wilderness was established to protect a remnant ecosystem which once extended from its present location to the Columbia and Snake Rivers covering an area nearly 250,000 acres. This ecosystem, the Juniper Dunes Wilderness, contains some of the largest sand dunes and the largest remaining natural groves of western juniper, *Juniper occidentalis*, in the state of Washington.

The sand dunes were formed by strong southwesterly winds. These dunes reach 130 feet in height and 1,200 feet in width. The juniper groves are 85 to 150 years old and represent the approximate northernmost limits of the species.

The sand dune/juniper grove ecosystem provides a unique blend of environmental conditions to which many wildlife species have become adapted. Mule deer, coyote, skunk, weasel, and many small rodents are representative of the mammal populations. A variety of reptiles and songbirds inhabit the area as well. The area is also a valuable habitat for birds of prey.

Significant Human History

The Juniper Forest Management Area (JFMA), which includes the wilderness area and adjacent public lands, has been used by the residents of the Tri-Cities area since the 1960s for various recreational activities including day and night camping, picnicking, nature studies, off-road vehicle riding, and sightseeing. In the late 1960s, a growing awareness of the unique nature of the juniper/sand dune ecosystem led the BLM toward more intensive management of the area.

In 1971, the BLM initiated an intensive land acquisition program designed to consolidate the area under federal ownership and management. Since then, more than 3,350 acres have been acquired within what is now the JDW. In addition, a 4,500-acre area, currently within the wilderness, was closed to off-road vehicle (ORV) and grazing use in 1971. Further study revealed that the juniper/sand dune ecosystem supported diverse populations of wildlife, including nesting and hunting habitat for ferruginous and Swainson's hawks which are classified as "sensitive" by the state of Washington. In 1981, BLM designated the initial 4,500-acre closure an outstanding natural area (ONA). On July 3, 1984, the approximate area of the original 4,500 acre closure and an additional 1,800 acres were designated as the Juniper Dunes Wilderness. (See Map 1.)

General Management Situation

The initial management of the JDW was complicated by the fact that the adjacent public and private lands have been popular for off-road vehicle riding. The wilderness boundary had no topographic or other type of distinction and could not be readily identified upon the ground. Therefore, the BLM initiated an intensive visitor management program and a formal survey and marking of the wilderness area boundary to prevent trespass by recreational ORV users.

The visitor management program included the establishment of a temporary BLM information station in the area during high use periods and an initial delineation of the wilderness boundary with signs.

BLM managers and resource specialists met with grazing lessees, adjacent landowners, local environmental groups, ORV clubs, and county commissioners to discuss the effect of the wilderness area on adjacent public land uses and the effect of adjacent land uses on wilderness values.

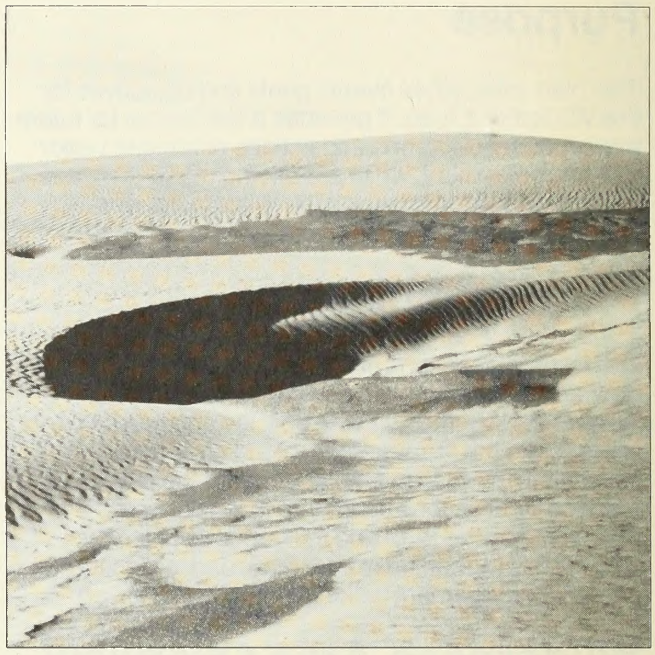
The BLM is negotiating for legal public access to the southwest portion of the wilderness from the Pasco-Kahlotus highway. The BLM is also conducting a land acquisition program to acquire 570 acres of private lands which lie within the wilderness. In order to identify the wilderness boundary on-the-ground and to assist in preventing unauthorized use of the wilderness, a fence is being constructed along the west boundary.

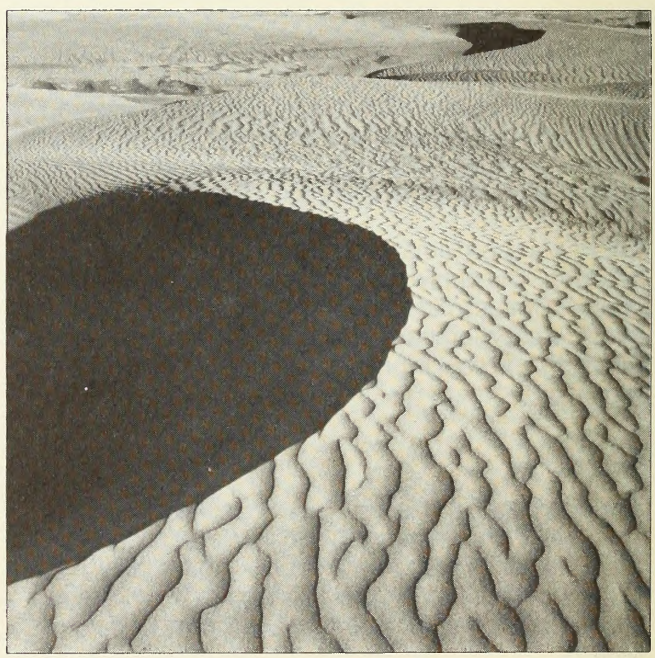
The district has developed an aggressive fire suppression policy for the area, in part because of the threat which wildfires pose to crops and developments on adjacent private land. In the past, both hand crews and aerial retardant drops have been used within the area.

General Management Policy

The Juniper Dunes Wilderness will be primarily devoted to scenic, scientific, education and historic uses. It will be managed in accordance with the Wilderness Act of 1964 and BLM's Wilderness Management Policy and Manual 8560. Pursuant to these authorities the wilderness will be managed so that the wilderness character of the area is preserved and so that the American people may continue to use and enjoy the area in a manner that would leave it unimpaired for future use and enjoyment as wilderness.

Nonconforming uses (such as grazing and mineral development permitted by the Wilderness Act and subsequent laws) are allowed to continue in a manner that would prevent unnecessary or undue degradation of the area's wilderness character.





The above photos show primary unstabilized sand dunes in the northern sector of the wilderness.

Wilderness Management Goals

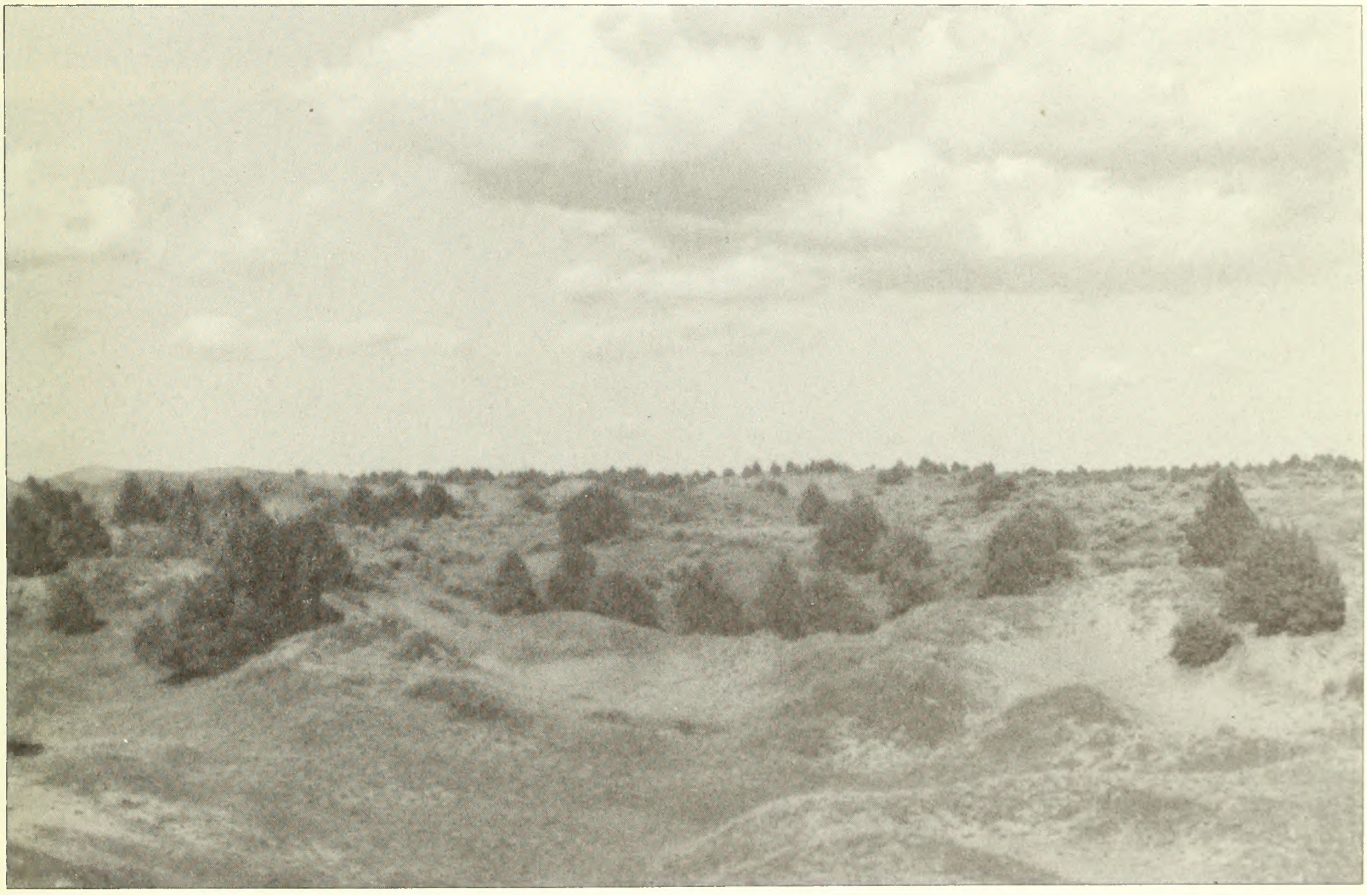
The following goals relate to the national direction for management of the Wilderness:

• To provide for the long-term protection and preservation of the area's wilderness character under the principle of non-degradation. The area's natural condition, opportunities for solitude, opportunities for primitive and unconfined types of recreation, and any ecological, geological, or other features of scientific, educational, scenic, or historical value present will be managed so that they will remain unimpaired.

• To manage the wilderness area for the use and enjoyment of visitors in a manner that will leave the area unimpaired for future use and enjoyment as wilderness. The wilderness resource will be dominant in all management decisions where a choice must be made between preservation of wilderness character and visitor use.

• To manage the area using the minimum tool, equipment, or structure necessary to successfully, safely, and economically accomplish the objective. The chosen tool, equipment, or structure should be the one that least degrades wilderness values temporarily or permanently. Management will seek to preserve spontaneity of use and as much freedom from regulation as possible.

• To manage nonconforming, but accepted, uses permitted by the Wilderness Act and subsequent laws in a manner that will prevent unnecessary or undue degradation of the area's wilderness character. Nonconforming uses are the exception rather than the rule; therefore, emphasis is placed on maintaining wilderness character.



Juniper grove in central portion of wilderness.

Top and bottom photos illustrate the stages an sand dune stabilization; note the varying densities of yellow wild rye grass on the active sand dune

Wilderness Management Strategy

The principal approach to the long-term management of the Juniper Dunes Wilderness will involve the application of Limits of Acceptable Change (LAC) standards. The LAC process requires managers to define desired wilderness conditions and to undertake actions to maintain or achieve these conditions. It will be used to prevent unacceptable resource damage to the Wilderness.

Determining the limits of acceptable change is an involved process that will address biological and physical resources as well as sociological and psychological expectations of users. Photo plots, located in high-use areas, will be monitored for trend and condition of soil and vegetation. To determine the expectations and perceptions of visitors' wilderness experience, visitor- use data will be gathered. Visitors were surveyed initially during the high-use fall, 1985, and spring, 1986, seasons, and surveys will be conducted periodically thereafter at three-year intervals. From these studies, the BLM will establish environmental and other management standards to set limits of acceptable change (LAC). Full documentation of this process and of the standards set will be available in the Spokane District Office.

Initially, LAC standards will be maintained by controlling the number of trails, location of trailheads, and stay limits and by discouraging activities or practices that would result in unacceptable use conflicts and/or resource impacts. A program for monitoring visitor use would be implemented. If monitoring indicates that visitor use is causing unacceptable impacts, additional restrictive measures would be taken.

These measures are necessary because the Wilderness is very susceptible to damage from even minor disturbances caused by activities such as horseback riding and camping. It could take from 40 to 50 years for scars to rehabilitate naturally.

Visitor-related facilities and improvements will be minimal and designed to discourage overnight camping. The BLM will also encourage opportunities for dispersed and developed camping away from the wilderness area. BLM will avoid any specific management actions that would tend to encourage, promote, or funnel visitor use into the wilderness prior to the identification of the LAC Standards.

Management Proposals

This section describes the specific management objectives, policies, and proposed management actions for administering the Juniper Dunes Wilderness. Also included in this section is a description of the current situation and assumptions of future trends. These objectives apply the broad, nationwide goals to the particular management issues which the public and BLM staff identified for the Juniper Dunes Wilderness. The management policies and actions are the means that will be used to reach the objectives. (See Table 1)

The Finding of No Significant Impact of the Management Plan is included as Appendix B. An implementation schedule and cost estimates, by year, for the Management actions are summarized in Appendices C and D respectively. Lists of the plant and animal species found in the Juniper Dunes Wilderness are included as Appendices E and F.

View of stabilized sand dunes.

Table 1 Management Proposals

Current Situation/Assumptions	Objective
Soil and Vegetation	
Approximately 5,300 acres of the Juniper Dunes Wilderness reflect a relatively natural condition altered primarily by the forces of nature such as wind, precipitation, and fire. However, the remaining 1,800 acres, located in sections 1, 12, 7, and 8 in the southern portion of the Juniper Dunes Wilderness, have been subjected to additional impacts--those from man such as ORV use and road construction. These impacts detract from the naturalness of the area and provide a source for the establishment of noxious weeds such as diffuse knapweed and Russian thistle. It is assumed that natural revegetation is not sufficient to rehabilitate the most severely disturbed areas; i.e., roads and jeep trails. In other areas well developed motorcycle trails could take as long as 40 to 50 years to revegetate. (See also Fire Management, Current Situation/Assumptions regarding the effects from fire).	Allow the natural vegetative successional processes to occur to the maximum extent possible. Avoid unacceptable changes to wilderness resources or significant threats to lands outside the wilderness. Maintain indigenous species. Reduce exotic species when it is possible to do so with methods compatible with a wilderness setting.
Recreation	
The area offers primitive recreational opportunities for hiking, camping, nature study, photography, and hunting. Highest use occurs during the spring and fall months. From 1984 through 1985, the number of visitors per weekend ranged from as low as 8 to nearly 100 persons. During this period, Boy Scout troops and similar groups used this area for overnight outings. As many as 20 to 30 persons per group participated in these outings. Horseback riding clubs have also utilized this area for day outings with as many as 10 to 15 animals and riders participating. This type of use has caused some observable impacts to the wilderness. These impacts are primarily in the form of increased litter and minor soil disturbances around campsites and trails. There are a number of trails leading into the wilderness. Most of these are delineated on Map 2. The primary trails are located in the northern and western portions of the wilderness. The recreational uses of the Juniper Dunes Wilderness are expected to increase as the area becomes better known and as BLM acquires a legal access route to the area. It is assumed that as visitor use increases the evidence of recreational use will also become more apparent. These impacts would most likely be in the form of an increase in the number of trails and campsites.	Provide protection and opportunities for primitive recreation to the extent it is compatible with the preservation of the area's wilderness values, particularly the area's scientific and educational values.

Policy	Action
1. Use LAC process to prevent recreation users from adversely affecting soil and vegetation. 2. Seeding will be approved only for areas where human activities have denuded or caused loss of soil and where the actions or activities responsible for the deterioration have been corrected and where natural vegetation is insufficient and/or ineffective to rehabilitate the areas naturally. 3. Plant control will be approved only for noxious farm weeds by grubbing or with chemicals when they threaten lands outside wilderness or are spreading within the wilderness, provided the control can be effected without serious adverse impacts on wilderness values.	1. Where there is no reasonable expectation of natural revegetation, reseed disturbed areas, such as old ORV trails and roads, to native species by broadcast seeding or through the use of the minimum tool necessary to achieve successful rehabilitation. State Director approval would be required for each site-specific proposal. 2. Establish LAC standards for the preservation of the vegetative and soil resource. If monitoring indicates it is necessary, take action to prevent recreation use from causing effects which exceed LAC standards. 3. Apply limits to recreation use if monitoring indicates that such use has been causing unacceptable impacts prior to the establishment of the LAC standards.
1. Primitive recreation is an appropriate use of the Juniper Dunes Wilderness. 2. Where a choice must be made between preservation of wilderness values and allowing visitor use, preserving the wilderness resource will be the primary consideration. 3. Permits will be required for certain types of use of the wilderness to ensure preservation of the area's wilderness values. Permits may include special protective stipulations to ensure protection of the areas wilderness value. Permits will be denied if experience shows the proposed type of use has caused damage to wilderness values, or if the proposed use has proven to be incompatible with the wilderness experience of visitors. These permits will also be used to provide visitor-use information for the establishment of LAC standards. 4. The LAC process will be used to establish standards for social conditions compatible with wilderness use. 5. Facilities will not be provided solely for visitor comfort and convenience. Only the minimum necessary improvements will be utilized and only those necessary for protection of the wilderness values or for the health and safety of visitors. 6. Unless needed for resource protection, signs will not be posted inside the Juniper Dunes Wilderness. 7. (a) Any person who knowingly and wilfully commits an unauthorized use of this wilderness is subject to arrest, conviction and punishment by a fine of not more than $1,000 or imprisonment for not more than 12 months, or both. (b) At the request of the Secretary of the Interior, the Attorney General may institute a civil action in any United States district court for an injunction or other appropriate order to prevent any person from utilizing public lands in violation of the (43 CFR 8560) regulations.	1. Establish LAC standards by 1989. 2. Monitor visitor use through the use of registration boxes, wilderness patrols, and a permit system. 3. Permits will be required for groups containing 10 or more individuals. 4. Permits would be required for any overnight use. 5. Permits will be required for the use of horses or pack animals. 6. Restrictions will be imposed immediately on visitor use if monitoring indicates that such use is causing resource damage. 7. Continue the public relations program to prevent ORV trespass and inform the public of activities permitted in the Juniper Dunes Wilderness (see Fire Management Issue regarding restrictions on fire use). 8. Construct a fence along the boundary of the JDW. Post wilderness boundary signs on the fence at 100 foot intervals.

Current Situation/Assumptions	Objective
Wildlife Habitat Management	
The Juniper Dunes Wilderness provides habitat for a large variety of wildlife that use the area, both on a seasonal and a year-round basis. All resident wildlife populations are managed by the Washington State Department of Game (WSDG). The BLM has responsibility for habitat management. There is no commercial harvest and very little sport harvest of game in the wilderness. Deer use has been heaviest in the winter and spring, but their actual length of occupancy is not well established. Other important wildlife in the area are pheasant, quail, Hungarian partridge, rabbit, coyote, numerous reptiles, and several raptor species. The most notable of the raptor species are the red tailed, ferruginous, and Swainson's hawks. The major factor limiting wildlife in the wilderness area is water availability. In 1978, a number of wildlife water cisterns were constructed under Cooperative Agreement with The Washington Department of Game. These cisterns are located within and adjacent to the wilderness and enhance the value of habitat for birds, deer, and other animals. Prior to the advent of intensive agriculture and human development which now surrounds the wilderness, wildlife were able to travel the three or four miles to the Snake River for water or utilize springs which are no longer available to them. The cisterns serve to maintain the existing situation and to increase availability of usable habitat in an area where the natural conditions have nearly disappeared as a result of intensive agriculture.	To the maximum extent feasible, allow natural populations, distributions, and interactions of wildlife species (including insects) to occur, except maintain existing population levels of sensitive raptor species.

Policy	Action
1. Alter natural wildlife habitats, populations, distributions, interactions among species, and interactions between wildlife species and their habitat only: (1) when the action would enhance wilderness values (e.g., when it would promote the perpetuation of a threatened or endangered species or compensate for the adverse effects which human activities have had on wildlife populations in the wilderness); (2) as permitted under state hunting regulations; (3) when necessary to control disease epidemics or other health hazards; or (4) to protect resources or property outside the wilderness.	1. Establish ecological model and LAC standards for wildlife habitat management purposes.
2. Use an ecological model to provide needed information on the location and condition of wildlife habitats.	2. If sensitive habitats are found, install signs or employ other methods to direct human activity away from those areas.
3. Use the LAC standards set for biological elements to identify the effects of human activity on wildlife habitats.	3. Hold a public meeting to discuss any proposed alterations of wildlife habitats, populations, distributions, or activities that would affect interactions among species, and interactions between wildlife species and their habitats.
4. Use public education methods to prevent actions by human visitors which would alter the natural behavior of wildlife species or adversely affect wildlife habitats.	4. Monitor effects of human activity to determine whether LAC standards for physical and biological elements are being approached.
5. Retain 5 wildlife water cisterns which replace water sources no longer available because of development outside the wilderness.	5. Take corrective action, if LAC standards are exceeded, through the installation of signs or by employing other methods compatible with wilderness management policy to change human activity.
	6. Update the Juniper Forest Habitat Management Plan to reflect the fact that part of the Juniper Forest Management Area is now in a wilderness.
	7. Continue to study and monitor nesting success of raptors and habitat range and assess the effects of human activities on habitat use.
	8. Develop a public education program on ways to avoid activities (such as approaching active nests), which alter wildlife behavior.
	9. Continue inspection and maintenance of wildlife watering cisterns on a regular basis. To perform the maintenance, use modes of access and techniques which least degrade wilderness values and are the minimum necessary to successfully, safely, and economically accomplish the task.

Current Situation/Assumptions	Objective
Grazing Management	
Approximately 1,840 acres in the south end of the wilderness are currently being leased for grazing under two active leases (see Maps 1 and 2). One hundred eighty-six animal unit months (AUMs) of livestock use are authorized. There is one livestock watering well located in the southwest edge of the wilderness in section 7, about 150 feet inside the boundary. It is a supporting facility attached to the grazing allotment which encompasses sections 1 and 12 of the Juniper Dunes Wilderness. This well was last used in the mid 1970s. The site consists of a corral, 1,000-gallon reservoir, pump, and pump house. All of these items are in a state of disrepair. Other range improvements in the area include various sections of four-strand barbed wire fence totaling approximately five miles. These fences separate the allotments and control livestock movement. No new range improvements are planned. The Wilderness Act of 1964 and the Federal Land Policy and Management Act of 1976 permit livestock grazing that was established prior to wilderness designation to continue.	1. Maintain essential grazing management facilities in a manner which minimizes impacts to the area's wilderness values. 2. Manage livestock grazing so that the objective in the Spokane Resource Management Plan (RMP) of improving the condition of the range in the Juniper Forest Management Area is realized. As provided for in the RMP, adjust livestock use, if necessary, to limit utilization of key forage species to 50 percent.
Minerals Management (Oil and Gas Leasing)	
All of the public and private land in the Juniper Dunes Wilderness has been leased for oil and gas exploration and development. These leases were issued prior to wilderness designation. The leases on 4,500 acres of the wilderness were issued with a no surface occupancy stipulation to provide for the resource protection of the juniper/sand dune ecosystem. Approximately 1,800 acres in the southern portion of the wilderness (sections 1, 12, 7, and 8) have no such stipulations. These leases (five in all) expire in 1991 and 1992 respectively (see Map 1).	Maintain existing wilderness values during the terms of the existing oil and gas leases.

Policy	Action
1. Rangeland analysis in the wilderness will follow normal BLM standards.	1. Continue monitoring forage condition, trend, and utilization in existing monitoring plots.
2. Motorized vehicles and equipment will be allowed in the wilderness area for maintenance or operation of grazing facilities on an occasional basis only when there is no practical alternative.	2. After five years of monitoring (1986-1991), adjust livestock use, if necessary, to limit utilization to 50 percent.
3. Facilities not needed will be removed.	3. Work with the lessees to minimize the effects of the grazing operations and maintenance of existing livestock management facilities on wilderness values.
	4. Maintain fence used to control livestock through the use of minimum tools necessary.
	5. Remove unnecessary range improvements.
	6. Encourage grazing lessees to voluntarily relinquish their grazing rights in the wilderness.
1. If exploration for or development of oil and gas resources occurs, mitigate the effects by taking measures to protect sensitive areas or resources.	1. Encourage lessees with valid rights to relinquish leases prior to the expiration date.
2. Future oil and gas leasing is prohibited by statute. Therefore, leasing will end on termination of existing leases.	2. If lessee proposes to conduct exploration or development activities in the wilderness, emphasize avoidance of juniper groves and primary unstabilized sand dunes in accordance with existing stipulations.

Current Situation/Assumptions	Objective
Fire Management	
Both natural and man-caused fires are a part of the history of what is now the Juniper Dunes Wilderness. Much of the area has been burned repeatedly over the past ten years. The most noticeable effects of fire on the wilderness are dead juniper trees and changes in vegetation from shrubs to exotic annual grasses. Less obvious changes include areas of accelerated wind erosion caused by burning of the natural windbreaks and stabilizing vegetation. As a result of these fires, large stands of exotic fire-dependent grasses have replaced the natural vegetation. These grasses, when burned, carry a hot fire very rapidly. Consequently, they present a threat to the groves of juniper trees which are one of the primary values of this wilderness. In addition, they threaten the surrounding agricultural lands which produce high value cereal grains. Because of these factors, an aggressive fire suppression policy and supporting program is needed to curtail the effects of fire damage to the wilderness values and private property. This need is even more critical since visitor use is anticipated to increase as this area becomes better known. This change in visitor use could result in a corresponding increase in the likelihood of human-caused fires. (See also Recreation Issue, Current Situation/Assumptions)	To the extent possible, allow fire to play a natural role, but do not allow fire to jeopardize human life or property or to substantially affect the juniper groves.
Public Access	
At the present time, there is no legal public access to the Juniper Dunes Wilderness. Visitors must obtain permission from the adjacent private landowners to enter the wilderness or trespass through private lands. The BLM has been negotiating for access, for both public and administrative purposes, to the public lands bordering the Juniper Dunes Wilderness to the west and south. Once this is achieved, the legal access situation to the Juniper Dunes Wilderness would be resolved.	Provide legal access to the Juniper Dunes Wilderness in a manner that is consistent with wilderness management objectives.

Policy	Action
1. Fires which threaten property or juniper groves in the wilderness will be suppressed. 2. Fires which present a substantial threat to human life or private property adjacent to the wilderness will be suppressed. 3. Human-caused wildfires will be prevented and/or suppressed unless the fire meets wilderness fire management objectives.	1. Prepare a fire management plan of the wilderness area by April 1, 1987. 2. Prohibit the use of campfires and charcoal grills in the wilderness. 3. Use public relations program and routine patrols to inform users of the ban on open fires (see also Recreation Issue). 4. Close the wilderness to recreational use during periods of extreme fire danger. 5. Close the wilderness to overnight camping during the normal high fire danger period from June 1 to October 1 each year.
1. Acquire legal access to the public lands adjacent to the Juniper Dunes Wilderness. 2. Provide adequate access, if necessary, to the 480 acres of privately-owned land that is completely surrounded by the Juniper Dunes Wilderness.	No Management/Action is necessary because BLM is currently negotiating for legal access to the area.

Current Situation/Assumption	Objective
Scientific Study	
The Juniper Dunes provides opportunities for scientific study and observation in a more or less natural setting. In the past, the Juniper Dunes area has been studied by Washington State University personnel. These studies concentrated on the flora, fauna, and geomorphology of the area. This type of research has been compatible with the natural resource values of the area. Future proposals for similar studies are anticipated.	Encourage scientific research projects that will preserve the area's wilderness character, benefit the scientific and educational communities and enhance the management and conservation of the area.
Private Inholdings	
Approximately 570 acres of private land within the Juniper Dunes Wilderness are owned by three different parties. Negotiations are under way to acquire these parcels through exchange or purchase (see map 2). BLM assumes that these negotiations would succeed.	Increase opportunities to preserve wilderness values by acquiring private inholdings.
Special Uses	
Before the area was designated wilderness, the U.S. Air Force used this area for survival training exercises. These exercises were conducted during the summer when recreation use was low. Group sizes were restricted to approximately 15 persons. No motor vehicles, campfires, or structures were permitted in the area. Trash was removed, and all signs of human presence were eliminated upon termination of the exercises. It is assumed that activities or contests of this nature will be proposed in the future.	To the extent possible provide for those special uses of the Juniper Dunes Wilderness that are compatible with the wilderness management objectives.

Policy	Action
1. Permit all forms of research and scientific study of the natural environments and ecosystems that are consistent with the objective of this element. 2. The BLM will encourage and cooperate with research efforts as administrative time, resources, and funding permit. BLM data collected for management purposes (such as use figures and baseline ecological data) will be made available to scientists for research purposes.	Inform the Pacific Northwest Forest and Range Experiment Station and universities of this policy so that they will be aware of opportunities for research that the Juniper Dunes Wilderness may offer.
Subject to the appropriation of funds by Congress, acquire privately- owned land and the associated mineral rights within the perimeter of the Juniper Dunes Wilderness through exchange or purchase.	Since negotiations to acquire the 570 acres of private inholdings are in progress, no additional management action is proposed.
Contests such as physical or mental endurance of a person or animal, foot races, competitive trail rides, survival contests, or exercises (including military) and other activities of this nature must not be permitted in wilderness areas.	Do not permit any organized contests in the Juniper Dunes Wilderness. This includes prohibiting future military survival training exercises.

Appendices

Appendix A
Washington Wilderness Act

Public Law 98-339
98th Congress

An Act

To designate certain National Forest System lands in the State of Washington for inclusion in the National Wilderness Preservation System, and for other purposes.

July 3, 1984
[S. 837]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be referred to as the "Washington State Wilderness Act of 1984".

Washington State Wilderness Act of 1984.
National Wilderness Preservation System.
National Forest System.

SEC. 2. (a) The Congress finds that—

(1) many areas of undeveloped National Forest System lands in the State of Washington possess outstanding natural characteristics which give them high values as wilderness and will, if properly preserved, contribute as an enduring resource of wilderness for the benefit of the American people;

(2) the Department of Agriculture's second roadless area review and evaluation (RARE II) of National Forest System lands in the State of Washington and the related congressional review of such lands have identified areas which, on the basis of their landform, ecosystem, associated wildlife, and location, will help to fulfill the National Forest System's share of a quality National Wilderness Preservation System; and

(3) the Department of Agriculture's second roadless area review and evaluation of National Forest System lands in the State of Washington and the related congressional review of such lands have also identified areas which do not possess outstanding wilderness attributes or which possess outstanding energy, mineral, timber, grazing, dispersed recreation and other values and which should not now be designated as components of the National Wilderness Preservation System but should be available for nonwilderness multiple uses under the land management planning process and other applicable laws.

(b) The purposes of this Act are to—

(1) designate certain National Forest System lands in the State of Washington as components of the National Wilderness Preservation System, in order to promote, perpetuate, and preserve the wilderness character of the lands, protect watersheds and wildlife habitat, preserve scenic and historic resources, and promote scientific research, primitive recreation, solitude, physical and mental challenge, and inspiration for the benefit of all the American people, to a greater extent than is possible in the absence of wilderness designation; and

(2) insure that certain other National Forest System lands in the State of Washington be available for nonwilderness multiple uses.

SEC. 3. In furtherance of the purposes of the Wilderness Act of 1964 (78 Stat. 890, 16 U.S.C. 1131 et seq.) the following lands in the State of Washington are hereby designated as wilderness and, therefore, as components of the National Wilderness Preservation System:

31-139 O - 84 (353)

16 USC 1132 note.

(1) certain lands in the Mount Baker-Snoqualmie National Forest, Washington, which comprise approximately forty-nine thousand acres, as generally depicted on a map entitled "Boulder River Wilderness—Proposed", dated March 1984, and which shall be known as the Boulder River Wilderness;

16 USC 1132 note.

(2) certain lands in the Olympic National Forest, Washington, which comprise approximately forty-five thousand eight hundred and seventeen acres, as generally depicted on a map entitled "Buckhorn Wilderness—Proposed", dated March 1984, and which shall be known as the Buckhorn Wilderness;

16 USC 1132 note.

(3) certain lands in the Mount Baker-Snoqualmie National Forest, Washington, which comprise approximately fourteen thousand three hundred acres, as generally depicted on a map entitled "Clearwater Wilderness—Proposed", dated March 1984, and which shall be known as the Clearwater Wilderness;

16 USC 1132 note.

(4) certain lands in the Olympic National Forest, Washington, which comprise approximately twelve thousand one hundred and twenty acres, as generally depicted on a map entitled "Colonel Bob Wilderness—Proposed", dated March 1984, and which shall be known as Colonel Bob Wilderness;

(5) certain lands in the Mount Baker-Snoqualmie and Wenatchee National Forests, Washington, which comprise approximately one hundred twelve thousand six hundred and seven acres, as generally depicted on a map entitled "Glacier Peak Wilderness Additions—Proposed", dated March 1984, and which are hereby incorporated in and shall be deemed to be a part of the Glacier Peak Wilderness as designated by Public Law 88-577 and Public Law 90-544;

16 USC 1131 note; 82 Stat. 926.

16 USC 1132 note.

(6) certain lands in the Gifford Pinchot National Forest, Washington, which comprise approximately three thousand and fifty acres as generally depicted on a map entitled "Glacier View Wilderness—Proposed", dated March 1984, and which shall be known as the Glacier View Wilderness;

16 USC 1131 note.

(7) the boundary of the existing Goat Rocks Wilderness, as designated by Public Law 88-577, located in the Wenatchee and Gifford Pinchot National Forests, Washington, is hereby revised to include those lands generally depicted on a map entitled "Goat Rocks Wilderness—Revised", dated March 1984;

16 USC 1132 note.

(8) certain lands in the Wenatchee and Mount Baker-Snoqualmie National Forests, Washington, which comprise approximately one hundred three thousand five hundred and ninety-one acres as generally depicted on a map entitled "Henry M. Jackson Wilderness—Proposed", dated March 1984, and which shall be known as the Henry M. Jackson Wilderness. The Henry M. Jackson Wilderness is designated in remembrance of Senator Jackson's deep, personal feelings for this area, especially that portion known as "Monte Cristo", which he visited often as a boy. Through such designation, the Congress recognizes his unparalleled contributions to the natural resource policies of the Nation in general and Washington State in particular;

16 USC 1132 note.

(9) certain lands in the Gifford Pinchot National Forest, Washington, which comprise approximately twenty thousand six hundred and fifty acres, as generally depicted on a map entitled "Indian Heaven Wilderness—Proposed", dated March 1984, and which shall be known as the Indian Heaven Wilderness;

(10) certain lands in the Okanogan and Wenatchee National Forests, Washington, which comprise approximately one hundred fifty thousand eight hundred and thirty-three acres as generally depicted on a map entitled "Lake Chelan-Sawtooth Wilderness—Proposed", dated March 1984, and which shall be known as the Lake Chelan-Sawtooth Wilderness; 16 USC 1132 note.

(11) certain lands in the Gifford Pinchot National Forest, Washington, which comprise approximately fourteen thousand four hundred and twenty acres, as generally depicted on a map entitled "Mount Adams Wilderness Additions—Proposed", dated March 1984, and which are hereby incorporated in and shall be deemed to be a part of the Mount Adams Wilderness as designated by Public Law 88-577; 16 USC 1131 note.

(12) certain lands in the Mount Baker-Snoqualmie National Forest, Washington, which comprise approximately one hundred seventeen thousand nine hundred acres as generally depicted on a map entitled "Mount Baker Wilderness—Proposed", dated March 1984, and which shall be known as the Mount Baker Wilderness; 16 USC 1132 note.

(13) certain lands in the Olympic National Forest, Washington, which comprise approximately fifteen thousand six hundred and eighty-six acres, as generally depicted on a map entitled "Mount Skokomish Wilderness—Proposed", dated March 1984, and which shall be known as the Mount Skokomish Wilderness; 16 USC 1132 note.

(14) certain lands in the Mount Baker-Snoqualmie National Forest, which comprise approximately fourteen thousand three hundred acres, as generally depicted on a map entitled "Noisy-Diobsud Wilderness—Proposed", dated May 1984, and which shall be known as the Noisy-Diobsud Wilderness; 16 USC 1132 note.

(15) certain lands in the Mount Baker-Snoqualmie and Wenatchee National Forests, Washington, which comprise approximately fifty thousand nine hundred and twenty-three acres as generally depicted on a map entitled "Norse Peak Wilderness—Proposed", dated March 1984, and which shall be known as the Norse Peak Wilderness; 16 USC 1132 note.

(16) certain lands in the Okanogan National Forest, Washington, which comprise twenty-four thousand three hundred and twenty-six acres, as generally depicted on a map entitled "Pasayten Wilderness Additions—Proposed", dated March 1984, and which are hereby incorporated in and shall be deemed to be part of the Pasayten Wilderness as designated by Public Law 88-577; 16 USC 1131 note.

(17) certain lands in the Kaniksu and Colville National Forests, Washington, which comprise approximately forty-one thousand three hundred and thirty-five acres, as generally depicted on a map entitled "Salmo-Priest Wilderness—Proposed", dated March 1984, and which shall be known as the Salmo-Priest Wilderness; 16 USC 1132 note.

(18) certain lands in the Gifford Pinchot National Forest, Washington, which comprise approximately fifteen thousand seven hundred and twenty acres, as generally depicted on a map entitled "Tatoosh Wilderness—Proposed", dated March 1984, and which shall be known as the Tatoosh Wilderness; 16 USC 1132 note.

(19) certain lands in the Olympic National Forest, Washington, which comprise approximately seventeen thousand two hundred and thirty-nine acres, as generally depicted on a map 16 USC 1132 note.

entitled "The Brothers Wilderness—Proposed", dated March 1984, and which shall be known as The Brothers Wilderness—Proposed", dated March 1984, and which shall be known as The Brothers Wilderness;

16 USC 1132 note.

(20) certain lands in the Gifford Pinchot National Forest, which comprise approximately six thousand and fifty acres, as generally depicted on a map entitled "Trapper Creek Wilderness—Proposed", dated March 1984, and which shall be known as the Trapper Creek Wilderness;

16 USC 1132 note.

(21) certain lands in the Wenatchee and Gifford Pinchot National Forests, Washington, which comprise approximately one hundred and sixty-six thousand six hundred and three acres, as generally depicted on a map entitled "William O. Douglas Wilderness—Proposed", dated March 1984, and which shall be known as the William O. Douglas Wilderness. The William O. Douglas Wilderness is designated in remembrance of Justice Douglas' lifelong efforts to preserve the Cougar Lakes area for the recreational benefits of future generations. Through such designation, the Congress recognizes his persistent concern for the Cougar Lakes area, and his contribution to conservation efforts throughout the Nation; and

16 USC 1132 note.

(22) certain lands in the Olympic National Forest, Washington, which comprise approximately two thousand three hundred and twenty acres, as generally depicted on a map entitled "Wonder Mountain Wilderness—Proposed", dated March 1984, and which shall be known as the Wonder Mountain Wilderness.

SEC. 4. (a) As soon as practicable after this Act takes effect, the Secretary of Agriculture shall file the maps referred to in section 3 of this Act and legal descriptions of each wilderness area designated by section 3 of this Act with the Committee on Energy and Natural Resources, United States Senate, and the Committee on Interior and Insular Affairs, House of Representatives, and each such map and legal description shall have the same force and effect as if included in this Act: *Provided,* That correction of clerical and typographical errors in such legal descriptions and maps may be made. Each such map and legal description shall be on file and available for public inspection in the office of the Chief of the Forest Service, Department of Agriculture.

Public availability.

(b) Subject to valid existing rights, each wilderness area designated by section 3 of this Act shall be administered by the Secretary of Agriculture in accordance with the provisions of the Wilderness Act of 1964 governing areas designated by that Act as wilderness areas, except that with respect to any area designated in section 3 of this Act, any reference in such provisions to the effective date of the Wilderness Act of 1964 shall be deemed to be a reference to the effective date of this Act.

16 USC 1131 note.

Conservation.

SEC. 5. (a) The Congress finds that—

(1) the Department of Agriculture has completed the second roadless area review and evaluation program (RARE II);

(2) the Congress has made its own review and examination of National Forest System roadless areas in the State of Washington and of the environmental impacts associated with alternative allocations of such areas.

Congress.

(b) On the basis of such review, the Congress hereby determines and directs that—

(1) without passing on the question of the legal and factual sufficiency of the RARE II Final Environmental Statement

(dated January 1979) with respect to National Forest System lands in States other than Washington, such statement shall not be subject to judicial review with respect to National Forest System lands in the State of Washington;

(2) with respect to the National Forest System lands in the State of Washington which were reviewed by the Department of Agriculture in the second roadless area review and evaluation (RARE II) and those lands referred to in subsection (d), that review and evaluation or reference shall be deemed for the purposes of the initial land management plans required for such lands by Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976 to be an adequate consideration of the suitability of such lands for inclusion in the National Wilderness Preservation System and the Department of Agriculture shall not be required to review the wilderness option prior to the revisions of the plans, but shall review the wilderness option when the plans are revised, which revisions will ordinarily occur on a ten-year cycle, or at least every fifteen years, unless, prior to such time the Secretary of Agriculture finds that conditions in a unit have significantly changed; 16 USC 1600 note. 16 USC 1600 note.

(3) areas in the State of Washington reviewed in such final environmental statement or referenced in subsection (d) and not designated as wilderness upon enactment of this Act or identified for special management in section 7 or 8 of this Act shall be managed for multiple use in accordance with land management plans pursuant to section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Planning Act of 1976: *Provided*, That such areas need not be managed for the purpose of protecting their suitability for wilderness designation prior to or during revision of the initial land management plans; 16 USC 1604.

(4) in the event that revised land management plans in the State of Washington are implemented pursuant to section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, and other applicable law, areas not recommended for wilderness designation need not be managed for the purpose of protecting their suitability for wilderness designation prior to or during revision of such plans, and areas recommended for wilderness designation shall be managed for the purpose of protecting their suitability for wilderness designation as may be required by the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, and other applicable law; and 16 USC 1604. 16 USC 1600 note.

(5) unless expressly authorized by Congress, the Department of Agriculture shall not conduct any further statewide roadless area review and evaluation of National Forest System lands in the State of Washington for the purpose of determining their suitability for inclusion in the National Wilderness Preservation System. 16 USC 1600 note.

(c) As used in this section, and as provided in section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, the term "revision" shall not include an "amendment" to a plan. 16 USC 1604.

(d) The provisions of this section shall also apply to:

(1) those National Forest System roadless lands in the State of Washington in the Gifford Pinchot, Olympic and Umatilla National Forests which were evaluated in the Upper Cispus; Lone Tree; Clear Creek; Upper Lewis; Trapper-Siouxon; Soleduck; Quinault; Oregon Butte; and Shelton Cooperative Sustained Yield Unit unit plans; and

(2) National Forest System roadless lands in the State of Washington which are less than five thousand acres in size.

16 USC 1132 note.
16 USC 1131 note.

SEC. 6. (a) In furtherance of the purposes of the Wilderness Act of 1964, certain public lands in Franklin County, Washington, which comprise approximately seven thousand one hundred and forty acres, as generally depicted on a map entitled "Juniper Dunes Wilderness—Proposed" and dated March 1984, are hereby designated as the Juniper Dunes Wilderness and, therefore, as a component of the National Wilderness Preservation System.

16 USC 1131 note.

(b) Subject to valid existing rights, the Juniper Dunes Wilderness shall be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act governing areas designated by that Act as wilderness. For purposes of this section, any references in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the effective date of this section, any reference to the Secretary of Agriculture with regard to the administration of such areas shall be deemed to be a reference to the Secretary of the Interior, and any reference to wilderness areas designated by the Wilderness Act or designated national forest wilderness areas shall be deemed to be a reference to the Juniper Dunes Wilderness designated by this section. For purposes of this section, the reference to national forest rules and regulations in the second sentence of section 4(d)(3) of the Wilderness Act shall be deemed to be a reference to rules and regulations applicable to public lands, as defined in section 103(e) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701, 1702).

16 USC 1133.

(c) As soon as practicable after this Act takes effect, the Secretary of the Interior shall file a map and legal description of the Juniper Dunes Wilderness with the Committee on Energy and Natural Resources of the United States Senate and with the Committee on Interior and Insular Affairs of the United States House of Representatives, and such map and description shall have the same force and effect as if included in this Act: *Provided,* That correction of clerical and typographical errors in the legal description and map may be made. The map and legal description shall be on file and available for public inspection in the offices of the Bureau of Land Management, Department of the Interior.

Public availability.

16 USC 460pp.

SEC. 7. (a) In order to assure the conservation and protection of certain natural, scenic, historic, pastoral, and fish and wildlife values and to provide for the enhancement of the recreational values associated therewith, the Mount Baker National Recreation Area located in the Mount Baker-Snoqualmie National Forest, Washington, is hereby established.

Public availability.

(b) The Mount Baker National Recreation Area (hereafter referred to as the "recreation area") shall comprise approximately eight thousand six hundred acres as generally depicted on the map entitled "Mount Baker National Recreation Area—Proposed", dated March 1984, which shall be on file and available for public inspection in the office of the Chief, Forest Service, Department of Agriculture.

(c) The Secretary of Agriculture shall, as soon as practicable after the date of enactment of this Act, file a map and a legal description of the recreation area with the Committee on Energy and Natural Resources, United States Senate, and the Committee on Interior and Insular Affairs, House of Representatives, and each such map and legal description shall have the same force and effect as if included in this Act: *Provided,* That correction of clerical and typographical errors in such legal description and map may be made. The map and legal description shall be on file and available for public inspection in the office of the Chief of the Forest Service, Department of Agriculture. Public availability.

(d) The Secretary shall administer the recreation area in accordance with the laws, rules and regulations applicable to the national forests in such manner as will best provide for (1) public outdoor recreation (including but not limited to snowmobile use); (2) conservation of scenic, natural, historic, and other values contributing to public enjoyment; and (3) such management, utilization, and disposal of natural resources on federally owned lands within the recreation area which are compatible with and which do not significantly impair the purposes for which the recreation area is established.

SEC. 8. (a) The Congress finds that certain lands within the Mount Baker-Snoqualmie and Okanogan National Forests along the North Cascades Highway have remarkable scenic values, representing a unique aesthetic travelway through the Cascade Mountains in the northern portion of the State of Washington. The value of preserving this scenic area and assuring that it is managed in such manner that its scenic beauty and recreation qualities are maintained for future generations is recognized by the Congress. Conservation.

(b) In order to preserve and protect these values, certain National Forest System lands comprising approximately eighty-seven thousand seven hundred and fifty-seven acres, as generally depicted on a map entitled "North Cascades Scenic Highway—Proposed" and dated March 1984, shall be administered by the Secretary of Agriculture to preserve the scenic value of this highway corridor. Management activities, including resource use and development, within the area may be permitted by the Secretary of Agriculture if the existing scenic values of the area are maintained.

(c) Management direction for the area that recognizes these scenic values shall be included in the forest plans developed for the Okanogan and Mount Baker-Snoqualmie National Forests in accordance with section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended. 16 USC 1604.

SEC. 9. Congress does not intend that designation of wilderness areas in the State of Washington lead to the creation of protective perimeters or buffer zones around each wilderness area. The fact that nonwilderness activities or uses can be seen or heard from areas within the wilderness shall not, of itself, preclude such activities or uses up to the boundary of the wilderness area.

SEC. 10. The Secretary of Agriculture shall exchange lands and interests in lands with Weyerhaeuser Company in accordance with the following provisions: Weyerhaeuser Company.

(a) If the Weyerhaeuser Company offers to the United States the following described lands and interests in lands the Secretary shall accept such lands and interests therein:

KING AND PIERCE COUNTIES, WASHINGTON

	Acres
Township 19 north, range 10 east (W.M.):	
Section 25: All fractional	643.43
Township 19 north, range 11 east (W.M.):	
Section 31: All fractional	647.61

(b) Upon acceptance of title by the United States to such lands and interests therein, the Secretary shall convey to Weyerhaeuser Company all right, title, and interest of the United States to the following described National Forest System lands and interests therein:

KING COUNTY, WASHINGTON

	Acres
Township 21 north, range 10 east (W.M.):	
Section 20: Lots 2, 4, 6, 7, 10, 11, 12, and 14, south half northwest quarter, southwest quarter	355.58
Section 28: North half southwest quarter and southeast quarter	240.00
Section 30: All	640.00

(c) The instruments of conveyance respecting the lands and interests exchanged under this section may contain such reservations as may be agreed upon by the Secretary and Weyerhaeuser Company.

Effective date.

(d) It is the sense of Congress that the exchange authorized pursuant to this section should be completed within ninety days after the date of the enactment of this Act. The Secretary shall use other existing acquisition authorities if the exchange authorized by this section is not completed within a reasonable time after the expiration of such ninety day period.

(e) The Secretary shall certify in writing that to his satisfaction, at the time of conveyance, there has been no reduction in the values of the lands or interests therein which formed the basis for the exchange provided for in this section. If the Secretary finds that a reduction in the value of the lands or interests therein has occurred, the Secretary shall not carry out the exchange for those lands or interests so affected and acquisition of those lands and interests shall be undertaken by the Secretary in accordance with other provisions of law.

SEC. 11. Subject to valid existing rights, the Federal lands in Walla Walla and Columbia Counties, Washington, located within the Mill Creek Watershed roadless area as identified in the Oregon Butte Unit Plan are hereby withdrawn from all forms of location, entry, and patent under the United States mining laws and from disposition under all laws pertaining to mineral leasing and all amendments thereto.

Approved July 3, 1984.

LEGISLATIVE HISTORY—S. 837:

SENATE REPORT No. 98-461 (Comm. on Energy and Natural Resources).
CONGRESSIONAL RECORD, Vol. 130 (1984):
May 24, considered and passed Senate.
June 18, considered and passed House.

Appendix B
Finding Of No Significant Impact

Introduction

The Bureau of Land Management Spokane District has analyzed proposals for managing the Juniper Dunes Wilderness.

The proposal and associated design features are described in an Environmental Assessment (OR 130-06-01) which was made available to the public on January 29, 1986.

Juniper Dunes Wilderness Management Plan Environmental Assessment Summary

The majority of the actions under the Proposed Plan and Alternatives 1 and 2, are administrative actions and when analyzed it was believed that they would not result in any measurable environmental impacts, individually or cumulatively. These actions consisted of the following: Establishment of seasonal restrictions on overnight use, requiring permits for groups in excess of 10 persons; requiring permits for the use of any horses or pack animals; the prohibition of open fires; acquisition of private inholdings; establishment of Limits of Acceptable Change standards; monitoring of human activity and so forth.

The actions that would cause some measurable environmental impacts under the Proposed Plan consist of the following: reseeding of old ORV trails and roads to native species; removal of non-essential fences; maintenance of existing fences essential for control of livestock in the JDW; retention and maintenance of wildlife watering cisterns; fencing the JDW boundary; the posting of the wilderness boundary signs at 100 foot intervals; and the placement of entry signs and registration boxes at two strategic locations.

The impacts associated with these actions are: The reseeding of old ORV trails and roads would promote reestablishment of vegetation on these areas and reduce the likelihood of accelerated wind erosion. As the vegetation becomes established, the soil would gradually become stabilized. ORV trails and roads would thus become obscured, enhancing the naturalness and scenic qualities of the area.

Removal of unnecessary fences will enhance naturalness and scenery for the average visitor.

The maintenance of five miles of fence, used for control of livestock, would periodically detract from visitor's perception of solitude in the immediate vicinity of the fence. This impact is expected to be short-term in nature, lasting, at most, a few hours once or twice a year.

Retention and maintenance of the wildlife watering cisterns will continue to detract slightly from naturalness and solitude. However, because these structures are relatively small (100 square feet in size), few in number, and are hidden by the vegetation and topography, the affect on naturalness of the JDW is not expected to be significant. Maintenance of these cisterns would be minimal, requiring only an annual inspection and infrequent repairs; therefore, any detraction attributed to maintenance would be minimal and largely unnoticeable.

Fencing and posting of boundary signs, entrance signs, and registration boxes at trailheads will assist the visitor in navigating the area and will provide positive location markers for non-wilderness users adjacent to the area. The signs will be visible for 10 to 200 feet, depending upon location and vegetation/topographic screening. Users are not expected to resist or oppose the signing effort, and no significant adverse social impacts are foreseen from the program.

Alternative No. 1 is essentially the same as the Proposed Plan except for one management action that would result in a de-emphasis in recreation use. This change is that overnight use of the Juniper Dunes Wilderness would be prohibited. Prohibiting this type of use would not significantly affect recreation since most use has been day time oriented.

Alternative No. 2 differs from the Proposed Plan in the following areas: There would not be any permit requirements; open campfires would be permitted as long as the fire danger was not high; LAC process would not be established; visitor use would only be monitored during the spring and fall months; disturbed areas would not be reseeded.. It was believed that under this alternative the following impacts could result.

Unrestricted use of campfires could result in an increase of wildfires. Wildfires would burn uncontrolled and could destroy the juniper groves and other plant communities.

Roads and areas disturbed by historic ORV activity would remain visible for at lease 40 to 50 years until natural processes, such as soil erosion and vegetative encroachment, could obscure the evidence of these features.

Unrestricted visitor use could cause overuse of popular campsites and trails, resulting in physical damage to soil and vegetation. Impacts from recreation use would not be monitored and quantifiable recreation resource data to support management would be largely unavailable.

Oil and gas exploration development activities on existing leases could damage sensitive soils and kill vegetation. Major disturbances would be avoided in most of the area where leases contain the "no surface occupancy" stipulation.

Neither the Proposed Plan nor Alternative 1 would result in any significant impacts to the human environment. Substantial unforeseen impacts could result from implementation of Alternative 2.

Determination

On the basis of the information contained in the EA and all other information available to me as is summarized above, it is my determination that the Proposed Plan does not constitute a major Federal Action effecting the quality of the human environment. Therefore an Environmental Impact Statement is unnecessary and will not be prepared.

Joseph K. Buesing
District Manager

Date 4/6/87

Appendix C
Implementation Schedule for Management Actions

Wilderness Element	Proposed Action	Target Date for Completion
A. Soil and Vegetation	(a) Establish LAC standards for soil and vegetation element indicators.	April 30, 1987
	(b) Inventory disturbed areas to determine where existing conditions exceed LAC standards for soil and vegetation element indicators.	September 30, 1987
	(c) Stabilize and rehabilitate areas requiring remedial work, as identified in (b), above.	September 30, 1989
	(d) Monitor key soil and vegetation element indicators in selected use areas so that changes can be detected before further unacceptable conditions are reached.	Annually after FY 1987
	(e) Prior to establishment of LAC standards, apply limits to recreation use if monitoring indicates a continuation of use at current levels would cause unacceptable impacts to soil or vegetation.	Until April 30, 1987
	(f) Conduct botanical field examinations to determine ranges of sensitive plant species.	September 30, 1988
B. Recreation	(a) Establish LAC standards for recreation use element indicators.	September 30, 1989
	(b) Gather recreation use data through visitor surveys, registration boxes, patrols, and groups and overnight permits.	Annually, beginning in FY 1986
	(c) Use visitor perceptions and feedback gathered in (b) above to determine if and when social conditions approach limits set by LAC standards.	Continually, after September 30, 1989
	(d) Implement use level management actions if necessary to bring use levels in line with LAC standards.	Continuing, after FY 1989
	(e) Require permits for (1) use by groups containing 15 or more persons, (2) for overnight use, and (3) use of horses or pack animals when more than 10 animals are being used at any given time.	Continuing, beginning in FY 1986
	(f) Continue to implement a public relations program to prevent ORV trespass and to keep the user public informed.	Continuing
	(g) Post wilderness boundary signs along the perimeter of the JDW at 100' intervals.	September 30, 1986
	(h) Fence in the wilderness boundary	September 30, 1988

C. Wildlife	(a) Establish LAC standards for the wildlife element indicators.	April 30, 1987
	(b) Monitor key wildlife element indicators in selected habitats so that trends can be established and changes detected prior to manifestation of unacceptable conditions. Take corrective action if LAC standards are exceeded.	Annually, beginning in FY 1987
	(c) Continue field inventory to gain information concerning the mule deer herd and other resident species.	Annual census through 1989
	(d) Develop an ecological model of the JDW to provide habitat/species occurrence information.	September 30, 1987
	(e) Maintain 5 rainwater collection cisterns for wildlife use.	Every 5 years; next due 1990
	(f) Update the existing Juniper Forest HMP to reflect the current situation concerning wilderness and T/E species.	September 30, 1986
	(g) Continue monitoring nesting populations of Candidate T/E raptors to assess effects of human use and disturbance.	Annually to 1989, Semi-annually, 1990-1994
	(h) Develop and implement a public education program designed to avoid activities detrimental to wildlife.	September 30, 1987
D. Grazing Management	(a) Monitor forage condition, trend and utilization in existing plots.	Continuing
	(b) Adjust grazing use, as needed, after 5 years of monitoring.	September 30, 1990
	(c) Permit grazing lessee to use and maintain the well in Sec. 7, T. 10N., R. 31 E.	Continuing
	(d) Maintain 5 miles of fence used to control livestock.	Continuing
	(e) Remove unnecessary fences.	September 30, 1988
E. Minerals Management	(a) If oil and gas lessees propose to conduct exploration or development activities, develop stipulations which protect juniper groves, primary unstabilized sand dunes, and other wilderness features.	As Needed
	(b) Encourage lessees to relinquish leases prior to expiration date.	Continuing
	(c) Upon termination of existing leases, prohibit future oil and gas leasing.	September 30, 1992, or earlier if leases are relinquished.

F. Fire Management	(a) Prepare and implement a fire management plan for the JDW.	April 1, 1987
	(b) Exercise fire control measures in the JDW according to management policy.	As warranted
	(c) Prohibit open fires in the wilderness.	Continuing
G. Scientific Study	Inform the Pacific Northwest Forest and Range Experiment Station and universities of policy encouraging research that will preserve wilderness values and enhance management and conservation of the area.	September 30, 1986

Appendix D
Cost Estimates for Wilderness Management Program[1]
Fiscal Year 1986-95

Action Category	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94	FY 95	Total Estimated Costs
LAC Standards Development	1,500	3,000	2,000								6,500
Resource Inventories	2,000	4,000	2,000	2,000	1,000	1,000	1,000	1,000	1,000	1,000	16,000
Resource Stabilization/ Rehabilitation/Protection	5,500	3,000	3,000	4,500	4,500						20,500
Resource Monitoring	5,000	5,000	3,000	3,000	6,000	6,000	6,000	6,000	6,000	6,000	52,000
Planning											
-Mgt. Plan	4,000										4,000
-Mgmt. Plan Revision				6,000				6,000			12,000
Facilities Development	1,000	5,000	5,000								11,000
Facilities Maintenance				1,000			3,000			6,000	10,000
Land/Access Acquisition	5,000	15,000	10,000	10,000							40,000
Public Relations	1,500	1,200	1,400	1,600	2,000	2,200	2,400	2,600	2,800	3,000	20,700
General Management & Administration	5,500	9,000	9,500	10,000	10,500	11,000	11,500	12,000	12,500	13,000	104,500
Totals	**31,000**	**45,200**	**35,900**	**38,100**	**24,000**	**20,200**	**23,900**	**27,600**	**22,300**	**29,000**	**297,200**

[1] Estimates of labor, equipment and material costs in all years are based on 1986 costs; no adjustments for possible increases or decreases were made. No allowances for possible budget constraints or policy changes were attempted.

Appendix E
Plants of the Juniper Dunes Wilderness

Apiaceae
- northern Indian parsnip (*Cymopterus terebinthinus*)
- Gray biscuitroot (*Lomatium grayi*)

Asteraceae
- common yarrow (*Achillea millefolium*)
- big sagebrush (*Artemisia tridentata*)
- hoary aster (*Machaeranthera canescens*)
- Carey balsamroot (*Balsamorhiza careyana*)
- white daisy tidytips (*Layia glandulosa*)
- Gray rabbitbrush (*Chrysothamnus nauseosus*)
- green rabbitbrush (*Chrysothamnus viscidiflorus*)
- spring gold (*Crocidium multicaule*)
- slender hawksbeard (*Crepis atrabarba*)
- thread-leaved daisy (*Erigeron filifolius*)
- Columbia cutleaf (*Hymenopappus filifolius*)
- salsify (*Tragopogon dubius*)

Boraginaceae
- bugloss tarweed (*Amsinckia lycopsoides*)
- tessellate tarweed (*Amsinckia tessellata*)
- gray cryptantha (*Cryptantha leucophaea*)
- winged cryptantha (*Cryptantha pterocarya*)
- western stickweed (*Lappula redowskii*)
- European stickseed (*Lappula enchinata*)

Brassicaceae
- tansy mustard (*Descurainia pinnata*)
- spring draba (*Draba verna*)
- plains wallflower (*Erysimum asperum*)
- Jim Hill mustard (*Sisimbrium altissimum*)

Cayophyllaceae
- Franklin's sandwort (*Arenaria franklinii*)
- jagged chickweed (*Holosteum umbellatum*)

Chenopodiacae
- Russian-thistle (*Salsola kali*)
- narrowleaf lambsquarter (*Chenopodium leptophyllum*)

Cupressaceae
- western juniper (*Juniperus occidentalis*)

Fabaceae
- The Dalles milkvetch (*Astragalus sclerocarpus*)
- lance-leaved psoralea (*Psoralea lanceolata*)

Geraniaceae
- storksbill fillaree (*Erodium cicutarum*)

Hydrophyllaceae
- narrow-leaved phacelia (*Phacelia linearis*)

Liliaceae
- Douglas brodiaea (*Brodiaea douglasii*)
- large-flowered mariposa lily (*Calochortus macrocarpus*)
- yellow bells (*Fritillaria pudica*)

Linaceae
- western blue flax (*Linum perenne*)

Loasaceae
- white-stemmed blazing star (*Mentzelia albicaulis*)

Nyctaginaceae
- white sand verbena (*Abronia mellifera*)

Onagraceae
- plains evening primrose (*Camissonia contorta*)
- deerhorn clarkia (*Clarkia pulchella*)
- white-stemmed evening primrose (*Oenothera pallida*)

Orobanchaceae
- clustered broomrape (*Orobanche fasciculata*)

Plantaginaceae
- indianwheat plantian (*Plantago patagonica*)

Poaceae
- thick-spiked wheatgrass (*Agropyron dasystachyum*)
- cheatgrass (*Bromus tectorum*)
- yellow wildrye (*Elymus flavescens*)
- six-weeks fescue (*Festuca octoflora*)
- prairie junegrass (*Koelaria cristata*)
- indian ricegrass (*Oryzopsis hymenoides*)
- Sandberg's bluegrass (*Poa sandbergii*)
- alkali cordgrass (*Spartina gracilis*)
- needlegrass (*Stipa comata*)
- blue-bunch wheatgrass (*Agropyron spicatum*)

Polemoniaceae
- pink microsteris (*Microsteris gracilis*)
- long-leaved phlox (*Phlox longifolia*)
- annual polemonium (*Polemonium micranthum*)

Polygonaceae
- white buckweat (*Eriogonum niveum*)
- Douglas' knotweed (*Polygonum douglasii*)
- wiry knotweed (*Polygonum majus*)
- sand dock (*Rumex venosus*)

Ranunculaceae
Nuttall's larkspur (*Delphinium nuttallianum*)

Rosaceae
bitterbrush (*Purshia tridentata*)

Santalaceae
bastard toadflax (*Comandra umbellata*)

Saxifragaceae
slender prairie-star (*Lithophragma bulbifera*)

Scrophulariaceae
small-flower blue-eyed Mary (*Collinsia parviflora*)
sharp-leaved penstemon (*Penstemon acuminatus*)

Valerianaceae
desert corn-salad (*Plectritis macrocera*)

Appendix F
Animals of the Juniper Dunes Wilderness

MAMMALS:

COMMON & SCIENTIFIC NAME	HABITATS	SEASON/STATUS
Mule Deer *(Odocoileus hemonius)*	entire area	year-round
Coyote *Canis latrans)*	entire area	year-round
Bobcat *(Lynx rufus)*	wooded, brushy areas	year-round
Badger *(Taxidea taxus)*	entire area	year-round
Potted skunk *(Spilogale putorius)*	field edges, brush, all plant communities	year-round
Long-tailed weasel *(Mustela frenata)*	entire area	year-round
Pygmy rabbit *(Brachylagus idahoenis)*	sagebrush	rare, year-round (unconfirmed)
White-tailed jackrabbit *(Lepus townsendii)*	sage/grassland	year-round (suspected)
Porcupine *(Erethrizon dorsatum)*	juniper groves	year-round
Washington ground squirrel *(Citellus washingtoni)*	grasslands	uncommon resident
No. pocket gopher *(Thomomys talpoides)*	entire area	year-round
Ord kangaroo rat *(Dipodomys ordii)*	sandy areas	year-round
Great Basin pocket mouse *(Perognathus parvus)*	sagebrush/grassland	year-round
House mouse *(Mus musculus)*	field edges near habitation	year-round
W. harvest mouse *(Reithrodontomys megalotis)*	dense brushy areas	year-round
Deer mouse *(Peromyscus maniculatus)*	entire area	year-round
No. grasshopper mouse *(Onychomys leucogaster)*	brushy areas	year-round
Sagebrush vole *(Lagurus curtatus)*	sagebrush	rare

BIRDS:

COMMON NAME	SCIENTIFIC NAME	SEASON/STATUS
Canada goose	*(Branta canadensis)*	migrant
Pintail	*(Anas acuta)*	migrant
Goshawk	*(Accipter gentilis)*	migrant
Sharp-shinned hawk	*(Accipter striatus)*	migrant
Cooper's hawk	*(Accipter cooperi)*	winter visitor
Marsh hawk	*(Circus cyanus)*	spring/summer/fall
Rough-legged hawk	*(Buteo lagopus)*	common winter
Ferrugenous hawk	*(Buteo regalis)*	uncommon; nests in JD area
Red-tailed hawk	*(Buteo jamaicensis)*	resident
Swainson's hawk	*(Buteo Swainsoni)*	uncommon nester
Golden eagle	*(Aquila chrysaetos)*	occasional visitor
Pigeon hawk	*(Falco columbarius)*	uncommon resident
Sparrow hawk	*(Falco sparverius)*	resident
California quail	*(Lophortyx californicus)*	resident
Gray partridge	*(Perdix perdix)*	resident
Pheasant	*(Phasianus colchicus)*	brushy edges, resident
Long-billed curlew	*(Numerius americanus)*	spring nester
Killdeer	*(Charadrius vociferus)*	migrant, uncommon winter vis.
Ring-billed gull	*(Larus delawarensis)*	migrant, uncommon winter vis.
Mourning dove	*(Zenaidura macroura)*	nester, summer resident
Great horned owl	*(Bubo virginianus)*	resident
Long-eared owl	*(Asio otus)*	resident
Short-eared owl	*(Asio flammeus)*	resident
Common night hawk	*(Chordeiles minor)*	migrant
Rufous hummingbird	*(Selasphorus rufus)*	common migrant
Lewis woodpecker	*(Asyndesmus lewisi)*	migrant
Yellow-bellied sapsucker	*(Sphyrapicus varius)*	migrant
Common flicker	*(Colaptes cafer)*	visitor
Western kingbird	*(Tyrannus verticalis)*	summer resident
Ash-throated flycatcher	*(Myiarchus cinerascens)*	migrant
Say's phoebe	*(Sayornis saya)*	summer resident
Traill's flycatcher	*(Empidonax trailli)*	uncommon migrant
Dusky flycatcher	*(Empidonax oberhalseri)*	spring nester
Western wood peewee	*(Contopus sordidulus)*	common migrant
Olive-sided flycatcher	*(Nuttallornis borealis)*	common spring migrant
Horned lark	*(Eremophila alpestris)*	common resident
Barn swallow	*(Hirundo rustica)*	spring nester
Violet green swallow	*(Tachycineta thalassina)*	summer resident
Black-billed magpie	*(Pica pica)*	resident
Common raven	*(Corvis corax)*	resident
Common crow	*(Corvus brachyrhynchos)*	resident

BIRDS:

COMMON NAME	SCIENTIFIC NAME	SEASON/STATUS
Red-breasted nuthatch	*(Sitta canadensis)*	uncommon migrant
Robin	*(Turdus migratorius)*	common spring and early summer
Varied thrush	*(Ixoreus naevius)*	rare winter visitor
Townsend's solitare	*(Myadestes townsendi)*	common winter visitor
Hermit thrush	*(Hylocichla guttata)*	rare winter visitor
Western bluebird	*(Sialia mexicana)*	uncommon summer resident
Mountain bluebird	*(Sialia currucoides)*	fall migrant
Golden-crowned kinglet	*(Regulus satrapa)*	fall migrant
Ruby-crowned kinglet	*(Regulus calendula)*	fall migrant
Water pipit	*(Anthus spinoletta)*	migrant, winter visitor
Bohemian waxwing	*(Bomlyalla garrulus)*	winter visitor
Northern shrike	*(Lanus excubitor)*	winter visitor
Loggerhead shrike	*(Lanus ludovicianus)*	summer resident
Starling	*(Sturnis vulgaris)*	year-round
Solitary vireo	*(Virio solitarius)*	uncommon visitor
Warbling vireo	*(Vireo gilvus)*	migrant
Yellow warbler	*(Dendroica petechia)*	uncommon summer resident
Audubon's warbler	*(Dendroica auduboni)*	rare migrant
Black-throated gray	*(Dendroica nigrescene)*	uncommon summer warbler; resident
Townsend's warbler	*(Dendroica townsendii)*	migrant
MacGillivray's warbler	*(Oporornis tolmiei)*	summer resident
House sparrow	*(Passer domesticus)*	year-round
West meadowlark	*(Sturnella neglecta)*	year-round
Red-winged blackbird	*(Agelaius phoeniceus)*	marsh at west edge of JF
Bullock's Oriole	*(Icterus bullockii)*	summer resident
Brewer's blackbird	*(Euphagus cyanocephalus)*	summer resident
Brown-headed cowbird	*(Molothrus ater)*	summer resident
Lazuli bunting	*(Passerina amoena)*	migrant
House finch	*(Carpodacus mexicanus)*	occasional visitor
American goldfinch	*(Spinus tristis)*	year-round
Rufous-sided towhee	*(Pipilo erythrophthalmus)*	rare migrant
Oregon junco	*(Junco oreganus)*	winter resident
Lark sparrow	*(Chondestes grammacus)*	summer resident
Sage sparrow	*(Amphispiza belli)*	summer resident
Tree sparrow	*(Spizella arborea)*	winter visitor
Chipping sparrow	*(Spizella passerina)*	summer resident
Brewer's sparrow	*(Spizella breweri)*	summer resident
White-crowned sparrow	*(Zonotrichia leucophrys)*	common fall, winter, spring
Song-sparrow	*(Melospiza melodia)*	migrant
Fox sparrow	*(Passerella iliaca)*	migrant, uncommon

REPTILES:

COMMON NAME	SCIENTIFIC NAME	SEASON/STATUS
Western fence lizard	*(Sceloporus occidentalis)*	variable
Sagebrush lizard	*(Sceloporus graciosus)*	sagebrush/grassland
Side-bloched lizard	*(Uta stansburiana)*	variable
Short-horned lizard	*(Phrynosoma douglassi)*	Juniper woodland; sagebrush; grassland
Western skink	*(Eumeces skiltonianus)*	open woodland; grassland
Western yellow-bellied racer	*(Coluber constrictor occidentalis)*	rushy habitats
Desert striped whipsnake	*(Masticophis taeniatus)*	juniper/sage grasslands
Gopher snake	*(Pituophis melanoleucus)*	variable
Desert night snake	*(Hypsiglena torquata deserticola)*	sagebrush; dune edges
Northern Pacific rattlesnake	*(Crotalis viridis oreganus)*	variable
Wandering garter snake	*(Thamnophis elegans vagrans)*	variable, not in dunes

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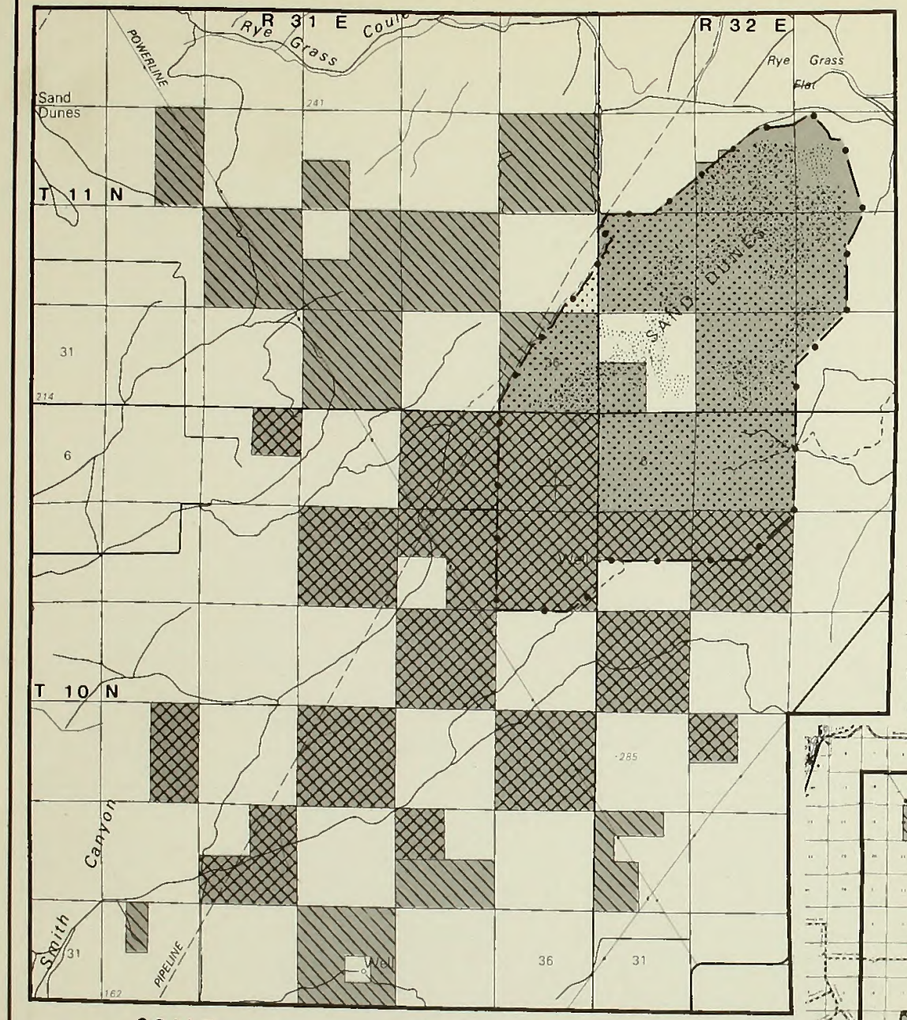

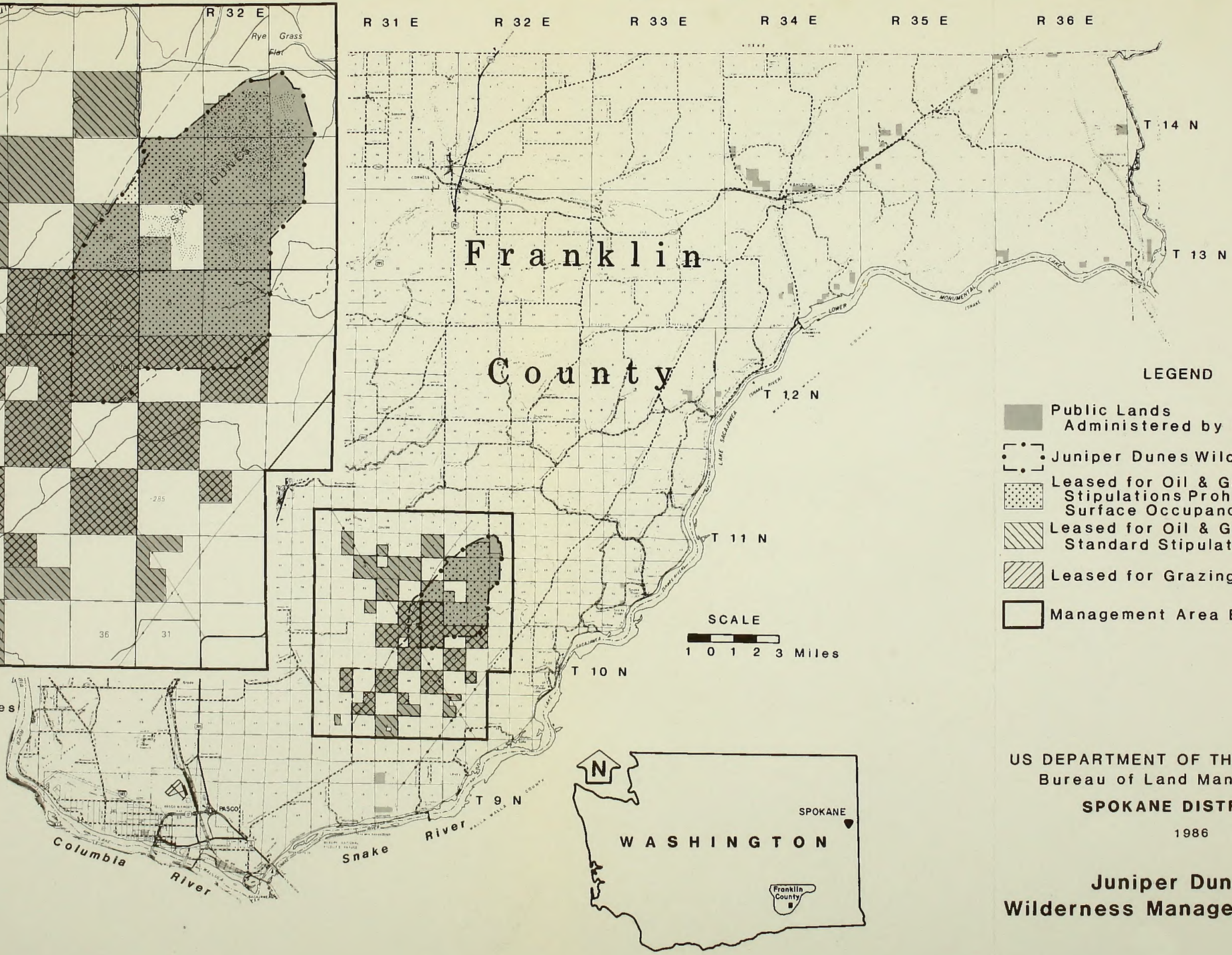

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- Juniper Dunes Wilderness
- Leased for Oil & Gas with Stipulations Prohibiting Surface Occupancy
- Leased for Oil & Gas with Standard Stipulations
- Leased for Grazing
- Management Area Boundary

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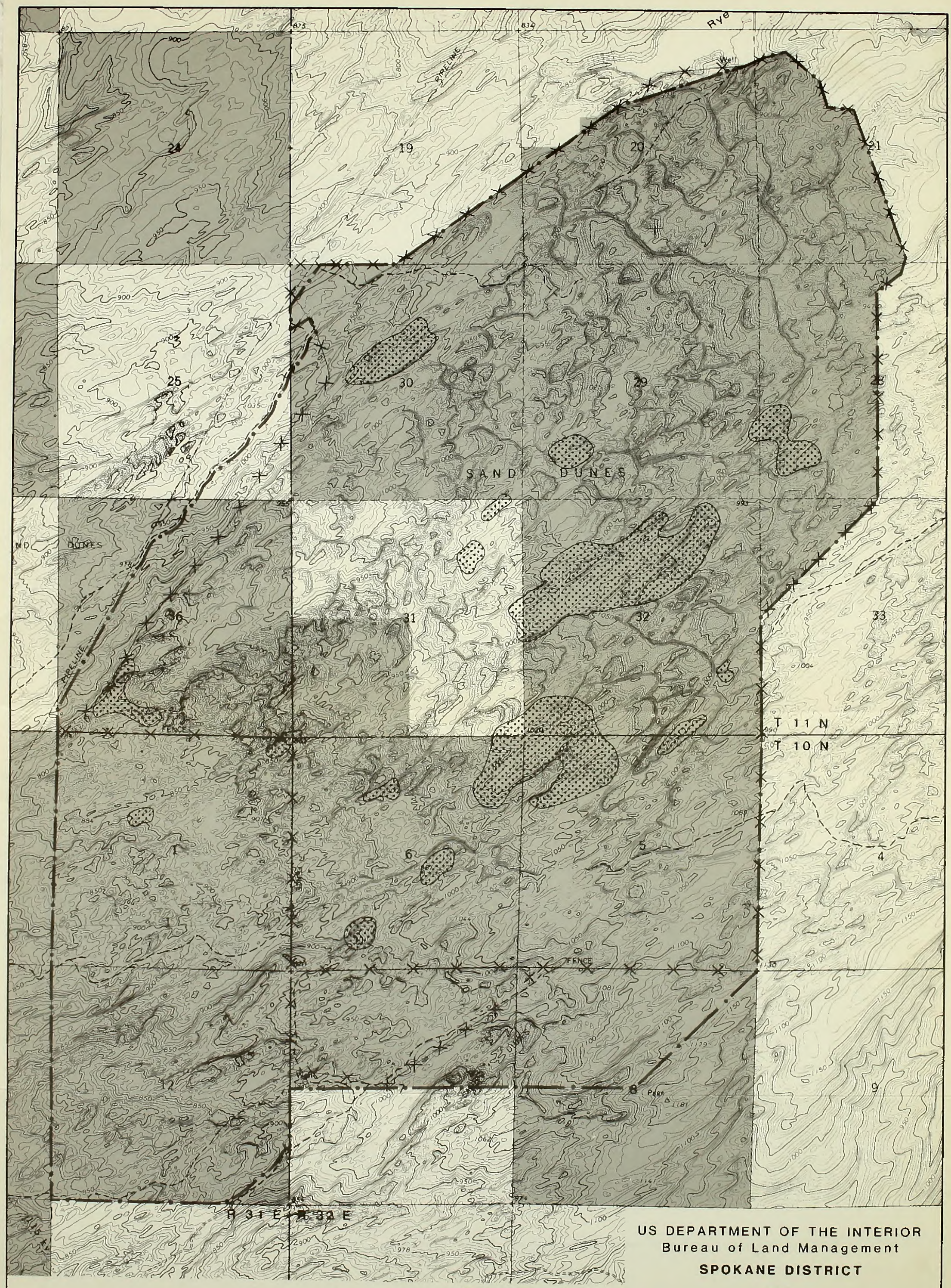
Juniper Dunes Wilderness Management Plan

MAP 1



LEGEND

- Public Lands Administered by BLM
- Juniper Dunes Wilderness
- Juniper Groves

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Juniper Dunes Wilderness Management Plan

MAP 2

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